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The safety of journalists and the issue of impunity

Report of the Secretary-General

Summary

The present report, submitted in accordance with General Assembly resolution 70/162, focuses on the safety of women journalists. After describing the current situation of women journalists, the report provides an account of initiatives undertaken by relevant actors in this area. It then sets out some suggestions on how to strengthen the safety of women journalists through a gender-sensitive approach.

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I. Introduction

1. In its resolution 70/162, the General Assembly requested the Secretary-General, working in consultation with States and other relevant stakeholders, and in particular with the United Nations Educational, Scientific and Cultural Organization (UNESCO), to prepare a report, to be presented to the Assembly at its seventy-second session and to the Human Rights Council at its thirty-seventh session, on the safety of journalists and the issue of impunity. The present report was prepared in accordance with that request.

2. In resolution 70/162, the General Assembly acknowledged the specific risks faced by women journalists in the exercise of their work and underlined the importance of taking a gender-sensitive approach when considering measures to address the safety of journalists. Previous reports of the Secretary-General have addressed the issue of impunity in depth and these remain relevant; the present report therefore aims to elaborate on that acknowledgement and to examine the issue of the safety of women journalists.[1] The report first describes the current situation pertaining to women journalists. It then sets out the applicable international law and provides an account of initiatives undertaken by relevant actors in this area. Finally, the report suggests some ways for strengthening the safety of women journalists through a gender-sensitive approach.

3. In the preparation of the report, the Office of the United Nations High Commissioner for Human Rights (OHCHR), on behalf of the Secretary-General, sought contributions from Member States; international and regional organizations; national human rights institutions; and non-governmental organizations.[2] In addition to information received from these actors, the report draws on a range of public sources, including United Nations human rights mechanisms and work by scholars, practitioners and civil society organizations.

II. Current situation

4. In the past, women have constituted a small percentage of journalists. This may be changing, albeit slowly. According to the Global Media Monitoring Project, between 1995 and 2005 there was a small increase in women's visibility in the news and in 2015, women's share of news-making roles in the traditional media (newspapers, radio, television) was 24 per cent of the total, a negligible change since 2005 when women were 23 per cent of news makers.[3] The underrepresentation

[1] For the purposes of the present report, the term "journalist" includes journalists and other media workers. Journalism is defined in document CCPR/C/GC/34, para. 44, as "a function shared by a wide range of actors, including professional full-time reporters and analysts, as well as bloggers and others who engage in forms of self-publication in print, on the Internet or elsewhere." See also A/HRC/20/17, paras. 3-5, A/HRC/20/22 and Corr.1, para. 26, A/HRC/24/23, para. 9, A/HRC/27/35, para. 9, A/69/268, para. 4, and A/HRC/16/44 and Corr.1, para. 47.

[2] As at 7 July 2017, contributions had been received from Argentina, Austria, Azerbaijan, Colombia, Cuba, El Salvador, Greece, Ireland, Italy, Mexico, Morocco, the Netherlands, Norway, Portugal, Slovenia and Uzbekistan; UNESCO; Americans for Democracy and Human Rights in Bahrain, Article 19, Committee to Protect Journalists, European Centre for Press and Media Freedom, Fojo Media Institute, International Centre for Justice and Human Rights, International Federation of Journalists and National Federation of Brazilian Journalists; and from a number of members of the International Freedom of Expression Exchange: Bahrain Centre for Human Rights, Bytes for All, Cambodian Centre for Human Rights, Freedom House, International Press Institute, Karisma Foundation, PEN International, Digital Rights Foundation and World Association of Newspapers and News Publishers.

[3] Global Media Monitoring Project report, 2015, "Who Makes the News" (Toronto, World Association for Christian Communication, November 2015), p. 1.

of women in newsrooms and in media decision-making and leadership has an important effect on the type of information that is conveyed as news, as well as in the portrayal of women in the media.[4] For example, one study on conflict and post-conflict countries found that only 13 per cent of media stories on themes related to peace and security included women as the subject, while women were central to the story in only 6 per cent of cases. The analysis also found that a woman was more than twice as likely as a man to be identified as the victim in a media story.[5]

5. At the same time, there has been an increase in violence, threats and harassment against women journalists.[6] Women journalists are subjected to the same wide range of human rights violations as are directed against men journalists (A/HRC/24/23, para. 2, and A/69/268, para. 3). However, they also experience workplace and employment related discrimination and gender-based violence, including threats of violence, abuse and harassment. Both are symptomatic of the gender-based inequality, discrimination and violence experienced by women globally across many aspects of their lives.[7]

6. In most countries, deeply rooted societal norms and harmful gender stereotypes present an enormous challenge to the ability of women to begin, and pursue, a career in journalism on equal terms with men.[8] Discrimination and inequality constitute barriers to women being able to gain the necessary qualifications to enter the media profession.[9] Perceptions persist in many contexts that journalism is not an "appropriate" profession for women, resulting in sometimes severe social pressure not to enter the profession, or to leave it.[10] The freedom of movement of women journalists can be restricted based on discriminatory laws, overt threats against their safety and cultural norms and stereotypes regarding women's conduct.[11] Discrimination and inequality can also seriously impede access for women journalists to an effective remedy for violations of their rights.[12]

7. Women journalists are generally paid less than men and they are less likely to have the same contractual protection; in addition there are fewer women working in senior and management positions.[13] They are also less likely to be asked to work on high-profile issues and are more likely to work on so-called women's issues, with

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[4] Ibid. See also *Preventing Conflict, Transforming Justice, Securing the Peace: a Global Study on the Implementation of United Nations Security Council resolution 1325* (UN-Women, 2015), chap. 10. Available from http://wps.unwomen.org/pdf/en/GlobalStudy_EN_Web.pdf.

[5] *Preventing Conflict, Transforming Justice, Securing the Peace*, p. 294.

[6] UNESCO, *World Trends in Freedom of Expression and Media Development* (Paris, 2014), p. 92.

[7] Contributions of Article 19, European Centre for Press and Media Freedom, National Federation of Brazilian Journalists and Fojo Media Institute.

[8] Contributions of El Salvador, Americans for Democracy and Human Rights in Bahrain, Article 19, Bahrain Centre for Human Rights, Bytes for All, Cambodian Centre for Human Rights, Digital Rights Foundation and Karisma Foundation. Some States noted in their contributions that women journalists were not discriminated against and had the same access to the profession and the same rights as men journalists; see contributions of Cuba, Slovenia and Uzbekistan.

[9] Contributions of Americans for Democracy and Human Rights in Bahrain and PEN International.

[10] Contribution of Article 19.

[11] Contributions of Mexico and UNESCO.

[12] Contribution of Cambodian Centre for Human Rights.

[13] Contributions of Greece, Mexico, Slovenia, Americans for Democracy and Human Rights in Bahrain, European Centre for Press and Media Freedom, National Federation of Brazilian Journalists, Bytes for All, Cambodian Centre for Human Rights, Freedom House, International Federation of Journalists and World Association of Newspapers and News Publishers. See also the contribution of El Salvador, and OSCE, Representative on Freedom of the Media, *New Challenges to Freedom of Expression: Countering Online Abuse of Female Journalists* (Vienna, 2016), p. 9.

the result that the work of women journalists is less visible and is taken less seriously.[14]

8. The majority of journalists who have been killed as a result of their work are men, although the number of women journalists being killed is on the rise.[15] Women journalists, however, disproportionately and routinely face gender-based violence in the workplace and in the field, online and offline. The International Women's Media Foundation and International News Safety Institute study, *Violence and Harassment against Women in the News Media: a Global Picture*[16] found in 2014 that nearly two-thirds of women journalist respondents had experienced some form of intimidation, threats or abuse in relation to their work.

9. A major form of the violence and harassment experienced by women journalists, both in the workplace and when reporting from the field, is sexual.[17] Women journalists are also more likely than men journalists to face reputational smearing campaigns, often of a sexual nature, and threats of attack against family members.[18]

10. The online environment can allow women to get around restrictions that are a feature of print media and television, as well as avoid gender biases and the multiple and intersecting forms of discrimination that prevent and limit women's participation in the media.[19] The online environment also, however, constitutes a new platform for attacks against women.[20] Online abuse is often anonymous and extremely invasive.[21] Moreover, as with women and girls generally, women journalists are disproportionally and increasingly subjected to online threats of violence, including sexual violence, trolling, doxing and being "swatted".[22] Women who cover topics such as politics, law, economics, sport, women's rights, gender

[14] Contributions of Mexico and Digital Rights Foundation.

[15] Contributions of UNESCO and Article 19. See also the report of the Director-General of UNESCO on the safety of journalists and the danger of impunity (Paris, 2016). Available from http://www.unesco.org/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/IPDC/ipdc_council_30_4_en_02.pdf. See also the contribution of Colombia.

[16] International Women's Media Foundation and International News Safety Institute, *Violence and Harassment against Women in the News Media: a Global Picture* (Washington, D.C., and London, 2014).

[17] Contributions of Austria, Colombia, Norway, Sweden, UNESCO, Americans for Democracy and Human Rights in Bahrain, Article 19, Digital Rights Foundation, the Fojo Media Institute and Freedom House. See also *Violence and Harassment against Women in the News Media*, p. 19, and Committee to Protect Journalists, "The silencing crime: sexual violence and journalists" (New York, 2011).

[18] Contributions of Colombia, Article 19, Committee to Protect Journalists, European Centre for Press and Media Freedom, Fojo Media Institute, Digital Rights Foundation, Freedom House and PEN International.

[19] Contribution of Cambodian Centre for Human Rights.

[20] Contribution of UNESCO.

[21] Contribution of International Press Institute.

[22] Contributions of Austria, Americans for Democracy and Human Rights in Bahrain, Article 19, Bytes for All, the Committee to Protect Journalists, Digital Rights Foundation, Fojo Media Institute, Freedom House, International Press Institute and Karisma Foundation. See also Pew Research Center "Online harassment" (October, 2014), available from www.pewinternet.org/2014/10/22/online-harassment/, and "The web we want: the dark side of Guardian comments", *The Guardian*, 12 April 2016, available from www.theguardian.com/technology/2016/apr/12/the-dark-side-of-guardian-comments. Doxing is the practice of revealing personal information online, such as home addresses and addresses of children's schools. Swatting is where emergency call systems are tricked into deploying law enforcement officers (such as a SWAT team) to an unsuspecting victim's home under false pretences.

and feminism are particularly likely to become targets of online violence.[23] While men journalists are also subject to abuse online, abuse directed against women journalists tends to be more severe.[24]

11. The attacks experienced by women journalists can result in physical, psychological and emotional harm and loss of income or employment.[25] As with cases of violence against women generally, most women journalists do not report or make public the violence they experience (A/HRC/23/49, paras. 47 and 70, for example). Reasons for this include fear of being publicly shamed and suffering professional backlash or ostracism, including the potential loss of future assignments, and lack of trust in judicial processes.[26] Women journalists have also reported that many media organizations are not equipped to deal with gender-based violence, especially online, and that online violence is not taken seriously.[27]

12. While there are countless women journalists who choose to continue reporting in the face of violence, threats or harassment, others resort to self-censorship, shutting down their digital accounts, and/or leaving the profession.[28] Attacks can also have a chilling effect on other women journalists.[29] The effect is an absence of women's voices and perspectives in the media on a wide range of issues, with serious implications for a free, pluralistic media.[30] It exacerbates the gender digital divide (A/HRC/35/9, para. 17). Moreover, it can have the effect of delegitimizing and reducing the impact of women's voices, especially in the areas in relation to which women journalists are particularly targeted.[31] At the broader societal level, this violence and consequent exclusion further entrenches discrimination and inequality, affects the right of everyone to freedom of expression and opinion, including the right to information, and undermines democracy.

III. Applicable international law

13. The applicable international legal framework for the protection of journalists has been described in previous reports of the Secretary-General on the safety of journalists (A/69/268, paras. 10-12, and A/70/290, para. 17). The safety of women journalists also brings into play the well-established legal obligations of States under international human rights law to respect, protect and fulfil women's rights, including the rights to non-discrimination and equality set out in articles 1 and 2 of the Universal Declaration of Human Rights and article 3 of the International Covenant on Civil and Political Rights and of the International Covenant on Economic, Social and Cultural Rights.

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[23] Contributions of El Salvador, Greece, UNESCO, Americans for Democracy and Human Rights in Bahrain, Karisma Foundation and PEN International. See also UNESCO "World Trends in Freedom of Expression" (2014), p. 94.

[24] Contribution of International Press Institute.

[25] Ibid. See also contribution of Norway, and *Violence and Harassment against Women in the News Media*.

[26] Contributions of Colombia, Americans for Democracy and Human Rights in Bahrain, Article 19, Bahrain Centre for Human Rights, National Federation of Brazilian Journalists and Freedom House. See also Committee to Protect Journalists, "The silencing crime", pp. 6-8, and *Violence and Harassment against Women in the News Media*, p. 21.

[27] Contribution of Digital Rights Foundation. See also *Violence and Harassment against Women in the News Media*, p. 26.

[28] Contributions of Norway, Article 19, Digital Rights Foundation, Fojo Media Institute, Freedom House, International Press Institute, Karisma Foundation and PEN International.

[29] Contributions of Article 19, Fojo Media Institute and Karisma Foundation.

[30] OSCE, *New Challenges to Freedom of Expression*, p. 9.

[31] Contribution of Karisma Foundation.

14. The Convention on the Elimination of All Forms of Discrimination against Women, for example in its articles 2, 5 (a), 10 and 11, also firmly establishes these rights in law and provides a range of measures for States to eliminate discrimination against women in all areas of public and private life as well as harmful gender stereotypes.[32] The Declaration on the Elimination of Violence against Women, adopted by the General Assembly in its resolution 48/104, provides international standards for the protection of women from violence and describes measures for the elimination of all forms of violence against women in the public or private sphere.[33] In addition, the Guiding Principles on Business and Human Rights: Implementing the United Nations "Protect, Respect and Remedy" Framework, as well as relevant international labour standards and professional standards, impose a responsibility on business enterprises to respect human rights, including the rights of their employees. This includes the responsibility of media corporations to respect the rights of women journalists and ensure their safety, including in the workplace.

15. Regional instruments also establish obligations for States parties in relation to the rights of women to non-discrimination and equality and the elimination of violence against women.[34] As affirmed in Human Rights Council resolutions 20/8, 26/13, 32/13 and 34/7 and General Assembly resolution 71/199, the same rights that people have offline must also be protected online.

16. In addition to the protection provided to journalists generally,[35] international humanitarian law provides for a number of specific protections that apply in times of armed conflict to women, including protection from sexual violence.[36]

17. The 2030 Agenda for Sustainable Development reinforces the existing obligations of all States under international law to ensure the safety of women journalists. While the Sustainable Development Goals are integrated and interconnected, Goal 5 on gender equality and the empowerment of all women and girls, and Goal 16 on peace, justice and strong institutions, are particularly relevant to the issue of the safety of women journalists, and this underscores the importance of gender-disaggregated data.[37] In conjunction with Goal 5, a number of important targets with corresponding indicators relate to ending all forms of discrimination and eliminating all forms of violence against all women and girls in the public and private spheres, gender equality and equal access to justice for all (A/HRC/32/42 and Corr.1, paras. 38 and 39). Under Goal 16 and its target 16.10 on ensuring public access to information and protecting fundamental freedoms, indicator 16.10.1 requires quantification of the number of verified cases of killing, kidnapping, enforced disappearance, arbitrary detention and torture of journalists.

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[32] See also Committee on the Elimination of Discrimination against Women, general recommendations No. 19 (1992), No. 28 (2010), No. 33 (2015) and No. 35 (2017).

[33] See also the Beijing Platform for Action, adopted with the Beijing Declaration at the fourth World Conference on Women.

[34] These include the European Convention for the Protection of Human Rights and Fundamental Freedoms, the Charter of Fundamental Rights of the European Union, the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women, the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, and the Convention on Preventing and Combating Violence against Women and Domestic Violence of the Council of Europe.

[35] See Protocol additional to the Geneva Conventions of 1949, and relating to the protection of victims of international armed conflicts, arts. 51 and 79; and International Committee of the Red Cross customary international humanitarian law database, rules 6 and 34.

[36] See First and Second Geneva Conventions, art. 12, Third Geneva Convention, art. 14, Fourth Geneva Convention, art. 27, and first additional Protocol, arts. 75 and 76 (1).

[37] See, in particular, Sustainable Development Goal 5, targets 5.1, 5.2 and 5.C, and Goal 16, targets 16.1, 16.3, 16.10 and 16.B.

18. These Goals, targets and indicators will be an important means by which certain information on the safety of women journalists can be systematically collected and analysed, complementing existing human rights monitoring and analysis and helping to ensure that the effectiveness of approaches to addressing the safety of women journalists can be measured over time.

IV. Initiatives relating to the safety of women journalists

19. Since the previous report of the Secretary-General on the safety of journalists, States, the United Nations system and civil society have continued to try to strengthen journalistic safety through a range of activities and initiatives. These efforts have been aimed at increasing the attention paid to the safety of women journalists through resolutions, recommendations, national laws, policies and programmes and protection and accountability mechanisms, together with awareness-raising and training activities.

A. States

Legislation and policy

20. In their contributions to the present report, States referred to constitutional and legislative provisions to protect the equality of women and men, the right to freedom of expression and opinion, the protection of journalists and the prevention of violence against women.[38] Morocco noted that its law No. 77-03 (2002) regarding audiovisual communication had been amended to prohibit the use of gender stereotypes.

21. States also provided information about measures they had put in place to address the safety of journalists and prevent violence against women,[39] as well as policy and legal measures that were currently being developed for the safety of journalists, including women journalists.[40]

Protection

22. Argentina noted in its contribution that, in September 2016, the Ministry of Security had approved the general protocol for action for the protection of journalistic activity, which provided for protection of journalists and other media professionals who investigate organized crime or crimes of federal interest, including violence against women. If a journalist requests protection, a commission established to assess the risk relating to journalistic activity determines the level of risk and vulnerability on the basis of a matrix, which includes gender, and case-specific protection measures are put in place. The protocol has not yet entered into force, but the commission has undertaken risk assessments in urgent cases and exceptional measures have been put in place in two cases, including that of a woman journalist.

23. Colombia stated in its contribution that 27 women journalists were currently under the protection of a national protection unit, which was required under the 2012 protocol on gender and the rights of women to take a gender-sensitive approach. A committee established to assess risk and recommend measures for

[38] Contributions of Argentina, Azerbaijan, Colombia, Cuba, El Salvador, Italy, Mexico, Morocco, Norway, Portugal and Uzbekistan.

[39] Contributions of Azerbaijan, Cuba, El Salvador, Ireland, Italy, Mexico, Morocco, Norway, Portugal and Uzbekistan.

[40] Contributions of Colombia, El Salvador, Greece and Morocco.

women is responsible for determining, in accordance with a gender-specific approach, measures for assistance, which extend to the nuclear family. In 2016, the unit had developed, with the involvement of civil society organizations, a protocol for journalists and social communicators on the different stages of risk assessment. It contains measures relating to women journalists, including the appointment of a gender specialist and a specific system for the referral of cases of women journalists.

24. In its contribution, Mexico stated that in 2012 it had established a mechanism for the protection of human rights defenders and journalists, which included a programme that incorporated a gender-focused approach to prevention and protection and sought to recognize the specific risks that women journalists faced in the course of their work. All personnel have been trained in the gender perspective and there are protocols and procedures to ensure that they respond with gender sensitivity in respect of complaints and requests for assistance submitted by women journalists. The risk assessment unit uses a risk evaluation methodology that includes gender as a risk factor and aims to ensure that the specific circumstances of women journalists are considered. Once the level of risk is determined, a gender-sensitive protection plan is proposed.

Accountability

25. Mexico also noted that the Office of the Special Prosecutor for Crimes against Freedom of Expression in the Office of the Attorney General monitored crimes against journalists and collected information that was disaggregated, inter alia, on the basis of gender. One of the victim assistance policies in protocols established by the Office of the Special Prosecutor provided that officials of federal public ministries must not discriminate against any person on the basis of gender. A database on journalists, in which the information was disaggregated on the basis of various factors, including gender, was maintained under the mechanism for the protection of human rights defenders and journalists.

26. In the context of measures to address violations of women's rights, Morocco recalled in its contribution that an arbitration commission had been established to deal with cases between women journalists and their employers.

Advocacy and awareness-raising initiatives

27. According to the contribution of Colombia, gender had become a prominent issue in the commemoration of World Press Freedom Day. The Minister of the Interior had undertaken a series of activities aimed at addressing gender stereotypes, promoting gender equality and raising awareness about violence against women. Studies had examined tolerance of gender-based violence, which had served to identify gender stereotypes and the role of gender in violence against women and to develop strategies for addressing violence against women.

28. The contribution of El Salvador noted that workshops had been held for journalists and other communicators on avoiding the use of symbolic violence and discrimination in all forms of communication.

29. In its contribution, Greece explained that initiatives had been undertaken to address gender equality in the media, including the establishment by the General Secretariat for Gender Equality of an observatory on gender equality, based on the Beijing Platform for Action. Greece has also developed a new national action plan on gender equality, which includes priorities on discrimination and gender-based violence and gender mainstreaming in journalism and mass media.

30. According to the contribution of Ireland, the new national women's strategy (2017-2020) is being finalized, which will continue the previous strategy's implementation of the Beijing Platform for Action. The Broadcasting Authority of Ireland has a particular focus on equality and diversity in programmes on Irish television and radio in its 2017-2019 strategy.

31. Morocco stated in its contribution that the 2015 annual report on efforts to promote freedom of the press provides for specific measures on gender. Reports on the activities of institutions under the Ministry of Communication, especially the press and media, include statistics on women journalists. Public television stations have adopted charters and editorial policies aimed at promoting respect for women's rights and a guide on gender stereotyping in the media has been developed.

32. Sweden noted in its contribution that, with government support, in 2016 the University of Gothenburg had mapped incidents of violence and threats made against journalists, information which it would use in a 2017 study focused on gender to enable better understanding of this kind of violence. The Swedish Media Council provides children and youth with information about gender stereotypes.

33. In its contribution, Uzbekistan explained that the Uzbekistan training centre for journalists had conducted training on gender sensitivity for journalists from all regions of the country with the assistance of Switzerland, and a manual on gender in the Uzbekistan media had been produced within the framework of a project of the UNESCO office in Uzbekistan. Journalists have been trained in the protection of human rights, including women's rights, by the Ministry of Justice. A series of initiatives have been organized by the Creative Union of Journalists of Uzbekistan on the rights and responsibilities of journalists, including women journalists.

B. United Nations system

Security Council and General Assembly

34. In its resolution 2222 (2015), the Security Council acknowledged the specific risks faced by women journalists, media professionals and associated personnel in the conduct of their work and underlined the importance of considering the gender dimension of measures to address their safety in situations of armed conflict. In addition, since the previous report of the Secretary-General on the safety of journalists, the Council and the General Assembly have addressed the issue of the safety of journalists in relation to a number of country situations.[41] The Secretary-General has also addressed gender-specific threats and violence against women journalists in his reports to the Council on women and peace and security (S/2016/822 and S/2015/716; see also S/2013/525 and S/2014/693), protection of civilians (S/2017/414 and S/2016/447) and specific country situations.[42]

[41] See Security Council resolutions on Afghanistan (2344 (2017) and 2274 (2016)), Burundi (2303 (2016) and 2248 (2015)), the Democratic Republic of the Congo (2348 (2017) and 2277 (2016)), the Sudan and South Sudan (2327 (2016), 2304 (2016), 2290 (2016), 2252 (2015) and 2241 (2015)) and the Syrian Arab Republic (2258 (2015)); see also General Assembly resolutions on Afghanistan (A/70/77), Iran (Islamic Republic of) (A/70/173), Myanmar (A/70/233) and the Syrian Arab Republic (A/70/234).

[42] Afghanistan (A/70/601-S/2015/942 and A/70/775-S/2016/218), Burundi (S/2017/165), the Democratic Republic of the Congo (S/2016/1130), South Sudan (S/2017/224, S/2016/950, S/2016/138 and S/2015/655) and Somalia (S/2017/408, S/2016/763, S/2016/341 and S/2015/702).

United Nations departments and agencies, funds and programmes

United Nations Plan of Action on the Safety of Journalists and the Issue of Impunity

35. The United Nations Plan of Action on the Safety of Journalists and the Issue of Impunity highlights the need for a gender-sensitive approach in relation to the safety of journalists. The implementation strategy for the Plan of Action includes a number of initiatives to enhance the safety of women journalists and provides for gender mainstreaming throughout the implementation of the Plan of Action.

Measurement and assessment

36. OHCHR is developing the methodology and data collection methods for Sustainable Development Goals indicator 16.10.1 as the custodian of the indicator, working in collaboration with UNESCO, the International Labour Organization and other partners at the international, regional and national levels.

37. In the context of the reports of the Director General on the safety of journalists and the danger of impunity, UNESCO collects data that is disaggregated by gender on the killings of journalists and information on accountability with respect to each case. In November 2016, the Director General was invited to strengthen data disaggregation in order to highlight the specific risks faced by women journalists in the exercise of their work.[43]

38. In its contribution, UNESCO noted that its safety indicators for journalists included gender-specific safety indicators, such as whether media organizations provide appropriate equipment to women journalists who are on dangerous assignments. UNESCO has also developed gender-sensitive indicators for the media to assist media organizations to gauge gender sensitivity in media operations and content.

Supporting capacity-building

39. OHCHR continued to work with national actors to address human rights issues relating to the safety of journalists, including women journalists. For example, in Guatemala it provided technical assistance for the creation of a protection mechanism, a special unit had been created in the Office of the Attorney-General and, in April 2017, a similar unit was created in Quetzaltenango, Guatemala. With the Office of the Special Rapporteur for Freedom of Expression of the Inter-American Commission on Human Rights, OHCHR has carried out workshops for prosecutors in Guatemala to strengthen their knowledge of international and regional standards on the protection and safety of journalists. OHCHR has continued to support the mechanism for the protection of human rights defenders and journalists in Mexico, including by improving gender mainstreaming. During 2016, OHCHR conducted five training events for 65 journalists, including 36 women journalists from five regions of Tunisia, on press freedom and safety.

40. OHCHR also works at the national and international levels to advance women's rights, gender equality and non-discrimination, including with respect to combating harmful stereotypes and eliminating violence against women.[44] The OHCHR West Africa Regional Office has undertaken a project in Burkina Faso,

[43] UNESCO, decisions taken by the thirtieth session of the Council of the International Programme for the Development of Communication (17-18 November 2016).

[44] See A/HRC/27/73. See also report commissioned by OHCHR entitled "Gender stereotyping as a human rights violation" (October 2013), and OHCHR, "Eliminating judicial stereotyping: equal access to justice for women in gender-based violence cases" (June 2014).

with similar projects planned in the Niger and Senegal, to address, among other things, gender stereotypes in the media.

41. In several countries, OHCHR and UNESCO provided joint assistance to national authorities. For example, in Tunisia OHCHR and UNESCO provided support for the establishment, in March 2017, of a monitoring unit within the National Union of Tunisian Journalists to develop a credible national database on violations against journalists and indicators on the safety of journalists and, in cases of violations, to provide journalists with legal advice and assistance.

42. UNESCO explained in its contribution that it supported the training of journalists in physical and digital safety, with an emphasis on women journalists and young media professionals. In 2015, UNESCO supported two workshops in Islamabad for 30 women journalists, which resulted in the creation of a digital safety helpdesk for women journalists, hosted by Media Matters for Democracy. The 2017 edition of the *Safety Guide for Journalists: a Handbook for Reporters in High-risk Environments*, produced by Reporters Without Borders in collaboration with UNESCO, includes a specific focus on the safety of women journalists. The UNESCO model syllabus on the safety of journalists contains a module on gender and safe reporting.

43. UNESCO further noted that it had undertaken activities aimed at addressing the underlying causes of the challenges faced by women journalists and those relating to harmful gender stereotypes. For example, in May 2016 it supported the regional consultation in New Delhi on developing gender-sensitive guidelines for women in the media in South Asia.

Awareness-raising

44. The contribution of UNESCO outlined that, together with Austria, it supported the 2014 global survey of nearly 1,000 women journalists conducted by the International News Safety Institute and the International Women's Media Foundation's, *Violence and Harassment against Women in the News Media: a Global Picture*. Recent publications by UNESCO, such as *Building Digital Safety for Journalism: a Survey of Selected Issues* (2015), *Protecting Journalism Sources in the Digital Age* (2017) and *World Trends in Freedom of Expression and Media Development* (2014) include specific chapters on gender. Every year, UNESCO, in collaboration with the Global Alliance on Media and Gender, launches the Women Make News initiative to promote gender equality in media operations and balanced representation in news reporting.

Human Rights Council and its mechanisms

45. On 29 September 2016, the Human Rights Council adopted resolution 33/2 on the safety of journalists, in which it acknowledged and condemned unequivocally the specific attacks on women journalists in the exercise of their work, including sexual and gender-based discrimination and violence, intimidation and harassment, online and offline. From September 2015 to June 2017, the Council also addressed the issue of safety of journalists in the context of specific country situations.[45]

46. The Secretary-General and the High Commissioner for Human Rights have raised concerns in reports to the Human Rights Council about the safety of

[45] See Human Rights Council resolutions on Belarus (32/26), Burundi (33/24 and S-24/1), the Democratic Republic of the Congo (33/29 and 30/26), Eritrea (32/24), Libya (34/38 and 31/27), Myanmar (34/22 and 31/24), Sri Lanka (30/1), Somalia (33/17 and 30/20), South Sudan (34/25, S-26/1 and 31/20), the Sudan (33/26), the Syrian Arab Republic (34/26, 33/23, 32/25, 31/17 and 30/10) and Yemen (33/16 and 30/18).

journalists in various States.[46] In the report to the Council at its thirty-fifth session on ways to bridge the gender digital divide from a human rights perspective (A/HRC/35/9), the High Commissioner discussed the consequences of online violence against women journalists on the already existing digital gender divide and made recommendations to remedy the situation.

47. Violations of the rights of women journalists were documented by international commissions of inquiry and fact-finding missions mandated by the Human Rights Council.[47] For example, the 2016 report of the investigation by OHCHR on Libya reported that women journalists had been targeted on the basis of their gender and that they faced particularly intense intimidation and threats, not only in relation to the messages they broadcast, but for the very fact of being women who are vocal in the public sphere.[48]

48. The six latest communications reports of special procedures mandate holders, which concern the period between 1 March 2015 and 30 April 2017, list communications concerning allegations relating to the safety of journalists in a number of States.[49] Of these, journalists were specifically identified as women in allegations against Azerbaijan, China, India, Iran (Islamic Republic of), Malaysia, Montenegro, the Russian Federation and Turkey.

49. The need for a gender-sensitive approach when considering measures to address violence against journalists was noted by the Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression in 2012 (A/HRC/20/17, para. 52).[50] In a 2016 report to the Human Rights Council, the Special Rapporteur identified gender minorities and journalists, among others, as being disproportionately affected by State surveillance of online expression (A/HRC/32/38, para. 57). On 8 March 2017, the Special Rapporteurs on the promotion and protection of the right to freedom of opinion and expression and on violence against women, its causes and consequences, marked International Women's Day with a call for Governments, companies and civil society organizations to tackle online gender-based abuse and violence, while safeguarding freedom of expression. The Special Rapporteur on violence against women, its causes and consequences, has noted that while the use of information and communications technology has contributed to the empowerment of women and

[46] See reports of the Secretary-General on the situations in Cambodia (A/HRC/33/39) and the Islamic Republic of Iran (A/HRC/34/40 and A/HRC/31/26), and reports of OHCHR on the situations in Afghanistan (A/HRC/34/41 and A/HRC/31/46), Burundi (A/HRC/32/30), the Democratic Republic of the Congo (A/HRC/33/36 and A/HRC/30/32), Iraq (A/HRC/30/66), Libya (A/HRC/34/42), South Sudan (A/HRC/31/49), Sri Lanka (A/HRC/34/20 and A/HRC/30/61), Ukraine (A/HRC/31/CRP.7) and Yemen (A/HRC/33/38 and A/HRC/30/31).

[47] See report of the Commission on Human Rights in South Sudan (A/HRC/34/63), report of the independent investigation on Burundi (A/HRC/33/37), report of the commission of inquiry on human rights in Eritrea (A/HRC/32/CRP.1) and report of the OHCHR investigation on Sri Lanka (A/HRC/30/CRP.2). These reports detail violations committed against journalists generally.

[48] A/HRC/31/47, para. 50, and A/HRC/31/CRP.3, paras. 188 and 243. See also the report of the Independent International Commission of Inquiry on the Syrian Arab Republic (A/HRC/30/48 and Corr.1, para. 51) and A/HRC/31/CRP.1.

[49] Namely, Algeria, Angola, Armenia, Australia, Azerbaijan, Bangladesh, Belarus, Burundi, China, Egypt, Gambia, Germany, Iran (Islamic Republic of), Israel, Kenya, Kuwait, Jordan, Malaysia, Montenegro, Morocco, Myanmar, Nauru, Norway, Oman, Pakistan, Papua New Guinea, Russian Federation, Somalia, South Africa, South Sudan, Thailand, Turkey, Uganda, United Kingdom of Great Britain and Northern Ireland, Ukraine, Uzbekistan, Yemen, Zambia and Zimbabwe. See communications reports by special procedures mandate holders contained in documents A/HRC/30/27, A/HRC/31/79, A/HRC/32/53, A/HRC/33/32 and Corr.1, A/HRC/34/75 and A/HRC/35/44.

[50] See also reports of the Special Rapporteur on the situation of human rights defenders, for example A/70/217, A/HRC/16/44 and Corr.1 and E/CN.4/2002/106.

girls, its use has also generated online violence. She has noted the need to examine this phenomenon and to make recommendations for States and non-State actors to fight online violence against women and girls while respecting freedom of expression and the prohibition of incitement to violence and hatred (A/HRC/32/42 and Corr.1, para. 70; see also E/2013/27-E/CN.6/2013/11, para. 34 (ww)).

50. The issue of the safety of journalists has continued to be raised in the context of the universal periodic review and specific recommendations have been made to States in approximately 65 per cent of State reviews at the twenty-second to twenty-fifth sessions, in 2015 and 2016. There were no recommendations that specifically concerned women journalists.

Human rights treaty bodies

51. During sessions between June 2015 and June 2017, the Human Rights Committee,[51] the Committee on Economic, Social and Cultural Rights,[52] the Committee on the Elimination of Racial Discrimination,[53] the Committee on the Rights of the Child,[54] the Committee against Torture[55] and the Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families[56] continued to raise concerns and make recommendations about the safety of journalists in their concluding observations.

52. In 2012, the Committee on the Elimination of Discrimination against Women expressed deep concern at the risks faced by women journalists in Mexico (see CEDAW/C/MEX/CO/7-8). In 2015, the Committee noted its concern at reports of restrictions in Azerbaijan on the work of women journalists and human rights defenders and urged the State party to ensure full respect for their rights (see CEDAW/C/AZE/CO/5). As have other treaty bodies, the Committee has raised concerns and made recommendations to States parties regarding gender stereotypes that discriminate against women.[57]

C. Regional organizations

53. Important initiatives for the safety of journalists have been undertaken by regional organizations, a number of which concern the safety of women journalists. In 2015, the African Commission on Human and People's Rights heard the case of *Uwimana Nkusi and Mukakibibi v. Rwanda*, which concerns the convictions of two women Rwandan journalists to four and three years of imprisonment, respectively,

[51] Burkina Faso (CCPR/C/BFA/CO/1), Colombia (CCPR/C/COL/CO/7), Ecuador (CCPR/C/ECU/CO/6), Ghana (CCPR/C/GHA/CO/1), Greece (CCPR/C/GRC/CO/2), Jamaica (CCPR/C/JAM/CO/4), Kazakhstan (CCPR/C/KAZ/CO/2), Morocco (CCPR/C/MAR/CO/6), Namibia (CCPR/C/NAM/CO/2), Poland (CCPR/C/POL/CO/7), Republic of Moldova (CCPR/C/MDA/CO/3), Rwanda (CCPR/C/RWA/CO/4), Suriname (CCPR/C/SUR/CO/3), the former Yugoslav Republic of Macedonia (CCPR/C/MKD/CO/3), Uzbekistan (CCPR/C/UZB/CO/4) and Venezuela (Bolivarian Republic of) (CCPR/C/VEN/CO/4).

[52] Honduras (E/C.12/HND/CO/2).

[53] Egypt (CERD/C/EGY/CO/17-22) and Pakistan (CERD/C/PAK/CO/21-23).

[54] Maldives (CRC/C/MDV/CO/4-5) and Peru (CRC/C/PER/CO/4-5).

[55] Jordan (CAT/C/JOR/CO/3) and Serbia (CAT/C/SRB/CO/2).

[56] Turkey (CMW/C/TUR/CO/1).

[57] Croatia (CEDAW/C/HRV/CO/4-5), Ecuador (CEDAW/C/ECU/CO/8-9), Iceland (CEDAW/C/ISL/C0/7-8), Lebanon (CEDAW/C/LBN/CO/4-5), Namibia (CEDAW/C/NAM/CO/4-5), Portugal (CEDAW/C/PRT/CO/8-9), Russian Federation (CEDAW/C/RUS/CO/8), Saint Vincent and the Grenadines (CEDAW/C/VCT/CO/4-8), Senegal (CEDAW/C/SEN/CO/3-7), Slovakia (CEDAW/C/SVK/CO/5-6), Slovenia (CEDAW/C/SVN/CO/5-6), Sweden (CEDAW/C/SWE/CO/8-9) and United Arab Emirates (CEDAW/C/ARE/CO/2-3).

on charges of criminal defamation and threatening national security. The decision from the Commission is pending.

54. The Inter-American Commission on Human Rights has made specific reference to violence against women journalists in its recent country reports on Honduras and Mexico.[58] The Special Rapporteur for Freedom of Expression of the Commission has expressed concern and made recommendations regarding the situation of women journalists. For example, in a 2013 report, the Special Rapporteur raised concerns about the safety of women journalists, including the lack of attention paid to the phenomenon and the obstacles to denouncing and understanding it.[59] The 2016 annual report of the Office of the Special Rapporteur contains a separate section on violence against women journalists.[60]

55. In 2013, the Council of Europe adopted recommendation CM/Rec(2013)1 on gender equality and the media, in which it stated that media freedom and gender equality were intrinsically interrelated. In April 2016, the Council of Europe adopted recommendation CM/Rec(2016)4 on the protection of journalism and the safety of journalists and other media actors, noting that female journalists and other female media actors faced specific gender-related dangers and that there was a need for urgent, resolute and systemic responses.

56. In February 2015, the Organization for Security and Cooperation in Europe (OSCE) Representative on Freedom of the Media issued a communiqué on the growing threat to female journalists online. In September 2015, the OSCE Representative held an expert meeting on the theme "New challenges to freedom of expression: countering online abuse of female journalists", following which she published a series of recommendations on how participating States, media organizations and intermediaries can assist to ensure that women journalists can work without fear.

D. Civil society organizations

57. Civil society organizations have developed wide-ranging initiatives for monitoring, analysing and reporting attacks, protection measures, awareness-raising and other measures to enhance the safety of women journalists and gender equality. Contributions also outlined policies and initiatives being implemented by organizations to address gender-based discrimination and workplace harassment.[61]

58. Monitoring and analysis is being carried out by a number of organizations, such as Article 19, which collects first-hand information on attacks against

[58] Inter-American Commission on Human Rights, *Situation of Human Rights in Honduras*, publication OEA/Ser.L/V/II, Doc. 42/15 (31 December 2015), paras. 214 and 215, and *Situation of Human Rights in Mexico*, publication OEA/Ser.L/V/II, Doc. 44/15 (31 December 2015), paras. 428-430.

[59] Inter-American Commission on Human Rights, Office of the Special Rapporteur for Freedom of Expression, *Violence against Journalists and Media Workers: Inter-American Standards and National Practices on Prevention, Protection and Prosecution of Perpetrators*, publication OEA/Ser.L/V/II, CIDH/RELE/INF.12/13 (31 December 2013), paras. 250-269. See also annual report of the Office of the Special Rapporteur for Freedom of Expression, vol. II, publication OEA/Ser.L/V/II, Doc. 48/15 (31 December 2015), chap. V, para. 4 f, p. 378.

[60] Inter-American Commission on Human Rights, annual report of the Office of the Special Rapporteur for Freedom of Expression, vol. II, publication OEA/Ser.L/V/II, Doc. 22/17 (15 March 2017), chap. IV, sect. D. See also Office of the Special Rapporteur for Freedom of Expression, *Silenced Zones: Highly Dangerous Areas for the Exercise of Freedom of Expression*, publication OEA/Ser.L/V/II, CIDH/RELE/INF.16/17 (15 March 2017).

[61] Contributions of the Netherlands, Bytes for All and International Federation of Journalists.

journalists disaggregated in a number of ways, including sex and gender, and Bytes for All, which records violations against women in a separate database.[62]

59. Organizations have developed guidance to assist journalists, including women journalists, to prepare for and respond to security threats and violence.[63] In its contribution, the World Association of Newspapers and News Publishers noted that its "Women in news" programme provides resources to media organizations to respond to issues of gender-based harassment in the newsroom and advising women journalists of their rights. Organizations also provide safety and security training to journalists, some of which specifically address women journalists, particularly in relation to online violence.[64]

60. Secure online platforms have been established through which journalists can report violence against them and, in many instances, seek advice and assistance, including, as described in their contributions, the International Press Institute programme, OnTheLine, the emergency response team of the Committee to Protect Journalists, and the Digital Rights Foundation cyberharassment helpline. Other reporting mechanisms have been established specifically for women journalists, such as the Women's Reporting Point, established by the European Federation of Journalists and the European Centre for Press and Media Freedom.[65] According to the contribution of the National Federation of Brazilian Journalists, in Brazil complaints of violence are received by a commission on violence against women journalists, which provides legal and emotional support. Trollbusters provides an online means to report incidents of cyberharassment and provides women journalists and publishers with emotional support and reputation management during cybercrises (www.troll-busters.com).

61. Organizations have also assisted in the establishment of peer support groups and online networks for women journalists. In its contribution, Article 19 noted that, with national partners in Brazil and Mexico, it had established all-women spaces to provide safe environments for peer-to-peer learning, exchange of experience and solidarity. The Cambodian Centre for Human Rights has created a network of online women bloggers and provides legal, security and psychosocial support and assistance to at-risk women journalists.[66]

62. With regard to awareness-raising, the Karisma Foundation explained in its contribution that it had launched an online campaign, Alerta Machitroll, designed to counter the abusive behaviour of trolls and raise awareness of online threats and abuse. The contribution of the International Press Institute described its platform, Voices against Online Harassment, which features videos of women journalists and other experts discussing the impact of online harassment on their work and solutions to combat it. The Cambodian Centre for Human Rights maintains profiles of women journalists working in Cambodia to increase the visibility of women in Cambodian media.[67]

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[62] Contributions of Article 19 and Bytes for All. See also contributions of International Federation of Journalists, International Press Institute and PEN International, and UNESCO "World Trends in Freedom of Expression" (2014), p. 93.

[63] Contributions of Committee to Protect Journalists and Digital Rights Foundation. See also International Federation of Journalists, "Women working in war zones: guidelines for reporters, managers and editors" (2005).

[64] Contributions of Article 19, Bytes for All, Cambodian Centre for Human Rights, Digital Rights Foundation, Fojo Media Institute and Freedom House.

[65] Contributions of UNESCO and European Centre for Press and Media Freedom.

[66] Contribution of Cambodian Centre for Human Rights. See also contribution of Digital Rights Foundation.

[67] Contribution of Cambodian Centre for Human Rights.

63. In its contribution, the Fojo Media Institute noted that, in the context of initiatives organized by it and partners, two declarations were adopted in 2016 by civil society and media organizations. The Alexandria Declaration on Protection of Women Journalists urges Governments, media organizations and civil society to intensify their efforts in dealing with threats and online hate against journalists, with a particular focus on women journalists. The 2nd December Declaration was elaborated in defence of women journalists subjected to online hate and threats. It has been signed by a large number of newspapers and media practitioners from around the world.

V. Strengthening the safety of women journalists

64. The following section aims to outline measures that could be taken as part of a gender-sensitive approach to strengthening the safety of women journalists. The suggested measures are based on a review of State practice and relevant work of international, regional and national organizations and civil society.

65. A gender-sensitive approach requires understanding and taking into account the different experiences, views and needs of women and men and those who identify with other identities. In relation to women journalists, such an approach will ensure that any measures adopted will appropriately and effectively address their safety concerns and will be transformative. Measures should not, under any circumstances, lead to reinforcing gender stereotypes, widening already existing inequalities or further entrenching discrimination against women. They must also balance the need to enable women to enter and remain in the profession on equal terms with men while ensuring their greatest possible safety. The meaningful participation of women journalists and experts in the development of laws, policies and programmes, and their implementation, monitoring and evaluation, is essential.

66. In the first instance, the gendered nature of phenomena of violence against women journalists, the specific and differential impacts of the human rights violations experienced by women journalists and the power relations at the core of these violations must be addressed in the broader context of discrimination against women. This requires substantive shifts in the deeply entrenched social and cultural norms that reinforce harmful gender stereotypes and perpetuate women's subordination to men (A/HRC/35/29, para. 104).

Clear political will

67. Unequivocal and sustained political will and effort are needed to tackle gender-based discrimination, including violence, and inequality and gender-based stereotypes. Violence against women journalists should be condemned at the highest levels of Government.

Monitoring and analysis

68. There appears to be a broad understanding of the issue of violence against women journalists. However, there is an urgent need for systematic monitoring of violence against journalists and the collection and analysis of concrete data that are disaggregated by gender, among other factors, and that take into account the different experiences, views and needs of women, men and those who identify with other identities. The indicators being developed in the framework of the Sustainable Development Goals represent one avenue for information collection and analysis on non-discrimination, gender equality and violence against women, as well as some specific rights violations of journalists. Data and analysis arising in the context of

the Sustainable Development Goals, complemented by human rights monitoring and analysis, should be regularly published to contribute to awareness-raising.

Ensuring legal protection

69. Laws that discriminate against women should be repealed. Laws which may be gender-neutral but discriminate in practice against women should be modified to ensure consistency with international human rights standards, including with regard to educational opportunities, equal pay for work of equal value and employment conditions and opportunities.

70. Laws must protect against violence against women in the workplace and the protection of women journalists (online and offline) should be expressly provided for by law. Where laws on the right to freedom of speech and the protection of journalists generally exist, they should be reviewed to ensure they fully address the specificities of the experience of women journalists. This includes the particularities of attacks directed at women journalists in the digital space (A/HRC/35/9, paras. 57-62). The legal framework should also provide for effective, gender-sensitive remedies. Any violations must be investigated, prosecuted and punished.

71. Women journalists should be empowered to claim their rights, including through ensuring that the laws are well-known by all relevant actors and there are clear procedures and mechanisms in place for addressing any breaches of the law.

Policy development and implementation

72. All efforts should be made to ensure that the legal framework is fully implemented. Strong policies should be devised that aim to ensure non-discrimination and the prevention of violence against women journalists. Respect for and implementation of these laws and policies should be the responsibility of everyone concerned, including government officials and staff of media organizations.

Accountability

73. Ensuring accountability for attacks against women journalists, including in the online sphere, is a critical element of prevention, sends a clear message that attacks against women journalists will not be tolerated and provides an avenue for gender-sensitive reparations for the victim/survivor.

74. Strengthening the knowledge of law enforcement personnel, the judiciary and members of the media profession about gender-based discrimination, violence against women journalists and gender stereotypes is essential so as to address stigma and discrimination and ensure they can identify and appropriately respond to complaints. Law enforcement personnel and the judiciary should be trained in digital literacy and the particularities of online threats and harassment of women journalists.

75. Women journalists must be able to report attacks in a safe manner and they may need assistance and support to do so. Law enforcement personnel, the judiciary and civil society organizations should consider putting in place safe gender-sensitive procedures to encourage women to report attacks. This might include outreach and awareness-raising initiatives and training women staff to give them expertise in addressing sexual violence and trauma.

76. Where States have put in place special protection mechanisms for journalists, protection of women journalists will be enhanced through a gender analysis of the procedures and operations of the mechanism, including their effectiveness. Consideration should be given to devising, for example, gender-based risk

assessment methodologies and gender-specific security and protection measures for women and men.

Awareness-raising

77. Awareness-raising should be carried out within governments, law enforcement and security agencies, the judiciary, the media profession, social media corporations, educational institutions and the general public about gender-based discrimination and violence against women journalists, the critical role of women journalists in the exercise of freedom of expression and access to information, and gender stereotypes.

Legal and medical support

78. All journalists, including women journalists, that have experienced violence, threats or intimidation should have access to a comprehensive system of legal and medical, including psychosocial, assistance that is capable of addressing the particular needs of both men and women. Moreover, women journalists could be encouraged to establish peer groups that function as safe spaces in which women journalists can find support and information.

Empowering women to protect themselves

79. Media houses and civil society can play an important role in advising and facilitating women journalists to take measures that can increase their security. Measures such as taking necessary logistical preparations to ensure security and ensuring situational awareness can help reduce risk.[68] Although currently limited, there may also be steps women journalists can take in the online environment, such as asserting greater user control through blocking and reporting Twitter accounts of those who are engaging in harassing or intimidating behaviour, and sharing the blocked list with others. Considerably more research and analysis is needed in this area.

VI. Conclusions and recommendations

80. **Relevant actors, at the international, regional and national levels, have begun to address the issue of safety of women journalists and there is wide scope for much more to be done. The General Assembly has underlined the importance of taking a gender-sensitive approach when considering measures to address the safety of journalists. Adopting such an approach will, critically, enable these existing efforts to be built on in a way that ensures that the experiences and concerns of women journalists are effectively addressed.**

81. **In section V of the present report, measures are suggested to inform a gender-sensitive approach to the issue of the safety of women journalists that is located in the broader context of gender-based discrimination and inequality. Among other important matters, these measures draw attention to the urgent need for systematic monitoring of violations against journalists; the collection of concrete data that are disaggregated by, among other factors, gender, and their analysis; the need for clear political will to address the issue; legislative and policy development and implementation; and accountability.**

[68] A series of measures are set out in detail in *Violence and Harassment against Women in the News Media*, pp. 32-37, and in "Women working in war zones".

82. **States are strongly encouraged to consider these measures when taking a gender-sensitive approach in all future initiatives that are developed to address the issue of safety of journalists and to review existing initiatives taking into account these measures.**